

MEMORANDUM FOR RECORD

24 March 2001

SUBJECT: 22 March 2001 meeting of the Red River Reconnaissance Study's Multi-Organizational Scoping Team

GENERAL

1. Subject meeting was held in the Grand Forks, ND, Ramada Inn, from 1300 – 1630. Attendees were:

Tom Raster	Corps of Engineers, St. Paul District
Terry Ellsworth	U.S. Fish & Wildlife Service (USFWS)
Steve Topping	MB Conservation (MBC)
Larry Kramka / Gale Mayer	MN Department of Natural Resources (DNR)
Jeff Lewis	MN Pollution Control Agency (PCA)
Randy Gjestvang	ND State Water Commission (SWC)
Brian Dwight	MN Board of Water & Soil Resources (BWSR)
Mike Sauer	ND Health Department (NDHD)
Jim Collins, Jr.	ND Health Department (NDHD)
Chuck Fritz	Red River Basin Board (RRBB)
Don Ogaard	Red River Watershed Management Board (RRWMB)
Gary Thompson	Red River Joint Water Resource Board (RRJWRB)
Sam Schellenberg	Pembina Valley Water Coop (PVWC)
Mark Bittner	Fargo
Jim Azure	Wahpeton

2. Invitees not in attendance:

Alain Vermette	Canada Prairie Farm Rehabilitation Administration (PFRA)
John Towle	MBC
Francis Schwindt	NDHD
Genevieve Thompson	Audubon Society, ND
Mark Ten Eyck	MN Center for Environmental Advocacy (MCEA)
Chuck Meyer	Red Lake Band

RED RIVER RECONNAISSANCE STUDY (RRRS) FRAMEWORK

3. Raster described the Red River Reconnaissance Study (RRRS) background, objectives, schedule, and proposed framework and process. The MOST's mission at this meeting was to flesh out that framework and process ... at which point, the M.O.S.T. would transition into the Umbrella Coordination Team (UCT). The other key players in the RRRS will be subbasin scoping teams (SSTs) that will develop plans-of-study (POSs) for follow-up subbasin feasibility studies. These SSTs have not been set up yet ... and it's expected that only a few subbasins will be able to put together a SST in time to plug their POSs into the RRRS report. Prime candidates include (but aren't limited to):

- a. Pembina – Its Pembina River Basin Advisory Board seems to be a good nucleus of a SST.
- b. Wild Rice (MN) – Its watershed management plan update, due for completion in December 01, should form the foundation of a feasibility study ... and the Wild Rice Watershed District's Project Team/Technical Advisory Committee is a readymade SST.
- c. Fargo-Moorhead and upstream – Critical FDR issues in the F-M urban area make this a candidate for up-front RRRS attention; water supply is another prime topic.

UCT ROLE

4. A SST might tend to narrowly focus on problems just within its subbasin ... and be less conscious of opportunities for positive effects and potential negative impacts on the main stem that could come from

alternative solutions to those problems. For example, from a subbasin-only perspective, a good FDR strategy might be to shunt potential floodwaters to the Red River ASAP. That subbasin alternative would be good for the main stem, too, if a subbasin peak historically coincided with and added to the main stem peak, and that alternative instead shifted the subbasin peak to the pre-peak part of the main stem hydrograph. But it would be bad for the main stem if a subbasin peak historically came after the main stem peak, and that alternative instead shifted the subbasin peak to coincide with the main stem peak.

5. The UCT's multifaceted role includes providing oversight of the SSTs and their POSs ... to look at the "big picture" ... to provide a holistic, basinwide perspective ... to watchdog issues of subbasin strategies vis-à-vis main stem effects ... to recommend tweaks to POSs if necessary.

6. By tracking the SSTs' progress, the UCT will also be able to prevent wasteful duplication of effort ... and, conversely, make sure that nothing falls through the cracks.

7. The UCT will also take the lead in addressing problems/needs/opportunities not likely to be picked up by SSTs, e.g., the main stem greenway concept, the MN and ND ag levees downstream of Oslo, and basinwide DEM and GIS. Some basinwide efforts supported/nurtured/recommended by the UCT might best be handled as part of a subbasin follow-up feasibility study. For example, everybody recognizes the value of good topo; but the cost for LIDAR-generated topo has been estimated at \$1000 per square mile, i.e., well over \$35,000,000 for the basin. It will probably be more affordable and saleable to funding partners to piecemeal the effort on a subbasin-by-subbasin as-needed basis, i.e., include it within each subbasin's POS, with UCT oversight to ensure seamless uniformity and compatibility. Compatibility issues also apply to subbasin and main stem H&H models and other programs with basinwide application.

8. How receptive SSTs will be to recommendations from the UCT was a hot topic at the MOST meeting. Does the UCT have any carrot-and-stick incentives to compel or induce SST cooperation? The original conceptual framework for the RRRS anticipated this dilemma, and included a Conflict Resolution Board consisting of agency/organization heads to act as a shadow 'supreme court' for issues that couldn't be settled at the working level (i.e., UCT and/or SSTs). However, the Conflict Resolution Board was deleted from the framework per the general opinion of the five breakout groups at the 23 January RRRS kickoff meeting. Without a 'supreme court,' the UCT and SSTs will have to settle contentious issues themselves.

9. Another UCT function (not discussed at the MOST meeting) will be to help Corps' staffers prepare the Recon Report by:

- a. Cataloging basin organizations' roles and efforts
- b. Identifying data sources, available data, and potential data needs above and beyond that covered in the SSTs' POSs
- c. Providing a basinwide perspective of water resource problems/needs/opportunities likely to lead to post-RRRS POSs in subbasins that won't meet the RRRS deadline
- d. Compiling the SSTs' POSs and prioritizing them in anticipation of possible funding limitations for follow-up feasibility studies

STREAMLINE THE FRAMEWORK / EXPAND UCT MEMBERSHIP

10. The proposed framework showed a UCT "Main Stem Subcommittee" focusing on main stem-related matters, e.g., advising SSTs on alternatives with potential positive or negative main stem effects. That subcommittee's tentative membership list consisted of about half of the UCT representatives plus eight to ten other delegates tailored to main stem concerns. However, the MOST elected to eliminate the Main Stem Subcommittee and, instead, assign main stem issues to a beefed-up UCT membership. The MOST felt that the UCT could invite main stem stakeholders to its meetings and, if necessary, set up a special work group at a later date.

11. The MOST also discussed other avenues and candidates for broadening UCT membership:

- a. Raster noted that a UCT seat had been offered to the SD Department of Environment and Natural Resources. But because less than 1% of the Red River basin is in SD, the SDDENR decided on a lesser degree of participation, i.e., just keep them informed what's going on.
- b. Raster proposed adding the Bureau of Reclamation (BOR) to the UCT based on the BOR's just-launched Red River valley water supply study (RRVWSS). However, the MOST declined based on (1) the BOR's one-dimensional role (strictly water supply) and (2) the fact that at least six MOST/UCT members are on the RRVWSS 'Technical Team' and, thus, can keep the UCT up-to-speed on RRVWSS progress. The MOST opted to invite the BOR to attend UCT meetings, but not as a full voting delegate.
- c. The MOST concurred with Raster's proposal to augment tribal representation. Chuck Meyer (Red Lake Band) had suggested an individual from the White Earth Band. If that lead didn't work out, Raster was directed to contact the Spirit Lake Tribe and/or Sisseton-Wahpeton Sioux Tribe.
- d. After the 22 March MOST meeting, Raster followed up on the above and other additions proposed by the MOST. The following list reflects those efforts as of the date of this MFR, but is still tentative pending acceptance by the specific representative and formal assignment by his/her agency/organization/tribe.

NRCS	Keith Weston	Dept of Agriculture (NRCS/FSA) role in CRP and other land management measures
MB Conservation - Fisheries	Joe O'Connor	Beef up UCT's main stem stakeholders
ND Game & Fish Department	Lynn Schlueter	Beef up UCT's main stem stakeholders
Winnipeg	Doug McNeil	Beef up UCT's main stem stakeholders
Grand Forks-East Grand Forks	Dean Wieland	Beef up UCT's main stem stakeholders
Wahpeton	Jim Azure	Beef up UCT's main stem stakeholders
White Earth Band	Monica Hedstrom	Expand tribal representation
River Keepers	Bob Backmann	Beef up UCT's main stem stakeholders

12. Per the MOST wishes, the Corps RRRS PM also contacted invitees that missed the MOST meeting to verify their interest in participating in the UCT and willingness/ability to make future UCT meetings.

13. The revised UCT membership list below includes the tentative additions shown above:

UMBRELLA COORDINATION TEAM (UCT)			
ORGANIZATION	REPRESENTATIVE	PHONE	EMAIL
U.S. / Canada Federal			
Corps of Engineers	Tom Raster	651-290-5238	thomas.e.raster@usace.army.mil
U.S. Fish & Wildlife Service	Terry Ellsworth	701-250-4492	terry_ellsworth@fws.gov
National Resources Conservation Service	Keith Weston Glen Kajewski	701-530-2092 218-681-6600	keith.weston@nd.usda.gov glen.kajewski@mn.usda.gov
Canada Prairie Farm Rehabilitation Administration (PFRA)	Alain Vermette	204-984-3694	vermettea@em.agr.ca
Tribal			
Red Lake Band	Chuck Meyer	218-679-3959	cmeyer@paulbunyan.net
White Earth Band	Monica Hedstrom	218-573-3007	jannette@tvutel.com
State / Province			
MB Conservation – Water Resources	John Towle Steve Topping	204-945-6152 204-945-7488	jtowle@gov.mb.ca stopping@nr.gov.mb.ca
MB Conservation – Fisheries	Joe O'Connor	204-945-7814	jo'connor@nr.gov.mb.ca
MN Department of Natural Resources (DNR)	Larry Kramka Gale Mayer	218-755-3973 218-755-4482	larry.kramka@dnr.state.mn.us gale.mayer@dnr.state.mn.us
MN Pollution Control Agency (PCA)	Jeff Lewis	218-846-0730	jeff.lewis@pca.state.mn.us
MN Board of Water & Soil Resources (BWSR)	Brian Dwight	218-755-3963	brian.dwight@bwsr.state.mn.us

ND State Water Commission (SWC)	Randy Gjestvang Lee Klapprodt	701-282-2318 701-328-4970	rgjest@water.swc.state.nd.us lklap@swc.state.nd.us
ND Game and Fish Department	Lynn Schlueter	701-662-3617	lschluet@state.nd.us
ND Health Department	Mike Sauer Jim Collins, Jr.	701-328-5237 701-328-5161	msauer@state.nd.us jcollins@state.nd.us
Regional			
Red River Basin Board (RRBB)	Chuck Fritz	218-291-0422	chuckr2b2@corpcomm.net
Red River Watershed Management Board (RRWMB)	Don Ogaard	218-784-4156	dogaard@means.net
Red River Joint Water Resource Board (RRJWRB)	Gary Thompson	701-436-5812	tully@polarcomm.com
Pembina Valley Water Coop	Sam Schellenberg	204-324-1931	pvdcorp@mts.net
Local			
Fargo	Mark Bittner	701-241-1572	mhbittner@ci.fargo.nd.us
Winnipeg	Doug McNeil	204-986-3245	dmcneil@city.winnipeg.mb.ca
Wahpeton	Jim Azure	701-642-6565	jima@wahpeton.com
Grand Forks-East Grand Forks	Dean Wieland	701-746-7459	dwieland@prodigy.net
Non-Governmental Organizations			
Audubon Society (ND)	Genevieve Thompson	701-298-3373	gthompson@audubon.org
MN Center for Environmental Advocacy (MCEA)	Mark Ten Eyck	651-223-5969	mtenevck@mncenter.org
River Keepers	Bob Backman	701-235-2895	rkeepers@i29.net

RULES-OF-CONDUCT

14. The MOST adopted rules-of-conduct for its 22 March meeting and future meetings of the UCT ... and strongly advocated the idea that consistency demanded all RRRS functions (i.e., SSTs) use these same rules ... which revived the issue of SST receptiveness to UCT directives/recommendations.

15. The adopted rules-of-conduct, adapted from rules used by the MN watershed district project teams, included the following:

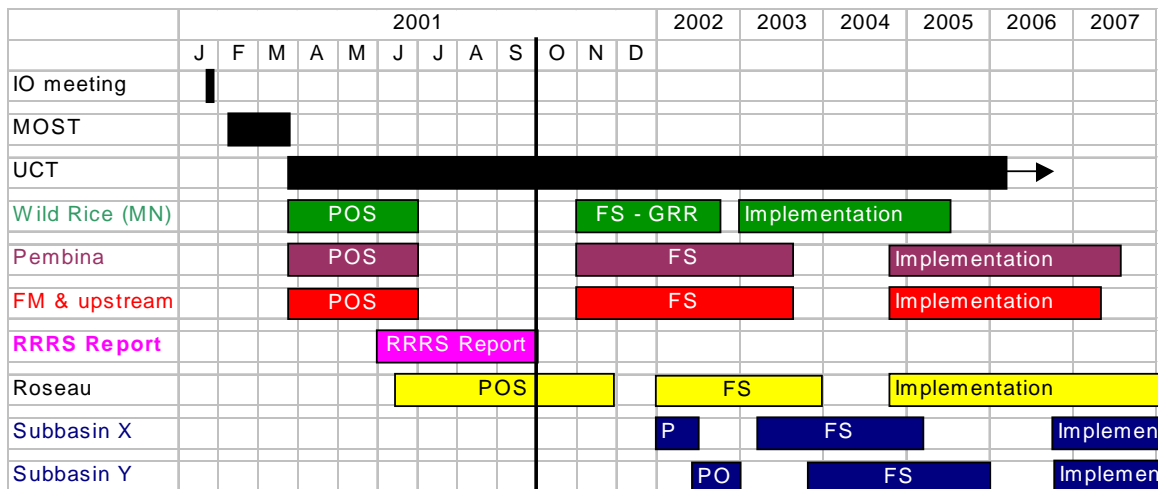
- a. Consensus-seeking – Rather than decision by simple majority, a sincere effort will be made to reach consensus ... to use a give-and-take process to achieve buy-in by everyone ... to reach a compromise acceptable to everyone, a compromise that everyone can live with even if it isn't exactly what they wanted.
- b. Super-majority – Based on the experience of the project teams, there will be some issues without a middle ground that everyone will accept. In such a case, if total consensus (i.e., 100% buy-in) was the rule, one person could hold the whole process hostage and could gridlock progress, which is unacceptable given the RRRS timeline. Conversely, the MOST felt that, a 51% to 49% vote meant that not enough effort had been given to consensus-seeking. Therefore, the MOST opted for a two-thirds/super-majority decision-making vote ... with majority and minority position write-ups attached if total consensus cannot be reached.
- c. Visitor input – The following three rules make it clear that, although meetings will be open to the public, visitor input will be controlled to keep things from becoming a circus:
 - UCT meetings are open
 - Representatives (and alternates when so serving) are the spokespeople
 - Visitors may contribute to the discussion when 'recognized' by a UCT representative/alternate
- d. Discussion/debate – The following rules, taken almost verbatim from the project teams, are based primarily on showing mutual respect:
 - Everyone participates; no one dominates
 - There is no one "right" answer
 - Keep an open mind

- Listen carefully to others
 - Help keep the discussion on track
 - Try to understand the views of those who disagree with you
 - Ask questions if you're uncertain of the meaning of someone else's comments
 - It's okay to have friendly disagreements – everyone has a right to his/her own views
 - Use the "I can live with it" rule to help bring closure
- e. You snooze/you lose – The MOST decided that the two-thirds/super-majority vote will be based on representatives (and alternates when so serving) in attendance. The group debated and rejected the idea of absentee voting on the basis that pre-vote information dissemination and discussion are crucial elements of the decision-making process. The MOST adopted the following precepts:
- Representatives (and alternates) are responsible for attending meetings and keeping track of progress
 - If a representative and alternate are absent from two consecutive meetings, the Corps' RRRS PM will contact them regarding their future participation or replacement
- f. Revisiting an issue – The MOST felt that once a decision was made it should not be dredged up time and again for further debate. On the other hand, there might be unusual cases where a change in circumstances or relevant new information warrants revisiting an issue. Therefore, the MOST adopted a rule that at least half of the representatives (and alternates when so serving) must concur with a proposal to revisit an issue. Such a 'revisit' does not automatically imply a revote on a decision.

RRRS SCHEDULE

16. Raster discussed key RRRS milestones for the MOST, UCT, and SSTs (see timeline below):

- 22 March 01 MOST transitions into UCT as of 22 March 01 MOST meeting.
- Early April 01 SSTs form to give them an April-June 01 timeframe to prepare subbasin POSs for follow-up feasibility studies. Raster noted that the Corps will assign a Project Manager or planning consultant facilitator to each SST to help guide POS development.
- End-of-June 01 SSTs' POSs are due to give time for the St. Paul District/UCT to compile POSs into the draft Recon Report by the end-of-July 01.
- End-of-July 01 Draft Recon Report is due to give time for Corps' Higher Authority review/comment and St. Paul District/UCT message into final Recon Report by the end-of-September 01.
- End-of-September 01 Final Recon Report due.



17. Post-RRRS efforts:

- a. Indefinite Post-RRRS POS submittals may be the rule instead of the exception; in fact, the St. Paul District sees a continuum of SSTs, POSs, feasibility studies, and implementation efforts over the next 10+ years. The Recon Report will recommend a mechanism for handling SSTs that form too late to get their POSs into the Recon Report and, possibly, identify likely latecomers and provide generic POS outlines.
- b. Indefinite UCT continues indefinitely as long as subbasin SSTs, POSs, and follow-up feasibility studies continue.

18. Raster noted that the RRRS and follow-up feasibility studies will identify some problems/needs/opportunities that fit existing programs, e.g., the Corps' Section 205, NRCS's 566, FSA's CRP, MN's RIM, etc. Those initiatives should spin off from the RRRS or follow-up feasibility study if the existing program offers a faster track to implementation than going through the entire Corps' planning and implementation process.

19. Conversely, some problems/needs/opportunities won't fit ANY existing programs. If such a proposal is a candidate for Federal action via specific Congressional authorization and funding, it'll have to go through the entire planning and implementation process. If such a proposal DOESN'T fall into the Federal arena, supporters might yank it out of the Corps' planning and implementation process and seek a new State legislative initiative ... or handle it at the local level.

FORMING SSTs

20. Raster presented a laundry list of potential SST stakeholders developed from suggestions from the kickoff meeting's five breakout groups. The MOST agreed that the list (shown below) would assist SSTs in rounding out their membership, but that it wouldn't preclude other candidates. Each SST must customize its membership to fit its unique geographic setting and problems/needs/opportunities.

POTENTIAL SUBBASIN SCOPING TEAM MEMBERS	
ORGANIZATION	
U.S. Federal	
Corps of Engineers	
USFWS	
USDA –NRCS	
USDA – FSA	
USGS	
FEMA	
EPA	
Canada Federal	
Emergency Preparedness Canada	
Canada Prairie Farm Rehabilitation Administration (PFRA)	
State / Province	
MB Conservation	
MN Department of Natural Resources (DNR)	
MN Pollution Control Agency (PCA)	
MN Board of Water & Soil Resources (BWSR)	
MN DOT	
ND State Water Commission (SWC)	
ND Health Department	
ND Game & Fish Department	
ND DOT	
SD Department of Environment and Natural Resources	

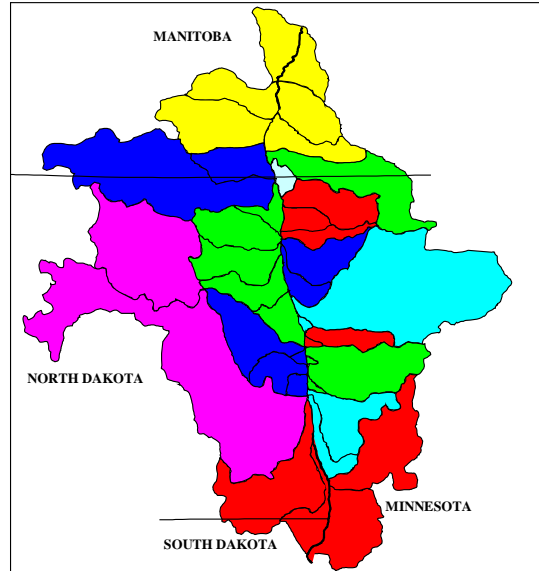
SD Department of Game, Fish & Parks
International / Regional
IJC
Red River Basin Board (RRBB)
Red River Watershed Management Board (RRWMB)
Red River Joint Water Resource Board (RRJWRB)
Red River Regional Council
Red River Water Management Consortium
Red River Water Resource Council
Sheyenne Joint Water Resource Board
Devils Lake Joint Water Resource Board
Pembina Valley Water Coop
TIC
Local
Communities
County board
County SWCD
Township board
ND county water resource district
MN watershed district
MB rural municipality
Landowner/private citizen
Non-Governmental Organizations
Audubon Society
Sierra Club
MN Center for Environmental Advocacy
Ducks Unlimited
Farm organizations
Save the Sheyenne
The Nature Conservancy
River Keepers
Tribal
Spirit Lake Tribe
Red Lake Band
White Earth Band
Roseau River First Nations
Sisseton-Wahpeton Sioux Tribe

21. Raster presented a basin map with the breakout groups' suggested subbasin breakdown (see following map and list) showing some subbasins consisting a single tributary watershed and other subbasins comprising two or more tributary watersheds.

- F-M & upstream = Four sub-teams (Ottetail River, Bois de Sioux River, Wild Rice River (ND), F-M urban area)
- Sheyenne River + Devils Lake basin = Two sub-teams (upper Sheyenne River/Devils Lake basin and lower Sheyenne River/Maple River)
- Goose River + Elm River + local drainage areas
- Turtle River + Forest River + Park River
- Pembina River + Buffalo Creek
- La Salle River + Morris
- Buffalo-Red River (BRWD)
- Wild Rice River (WRWD)
- Sand Hill River (SHRWD)
- Red Lake River (RLWD)

- Roseau River (IRRB)
- Other MN watersheds
- Other MB subbasins

22. The MOST felt that this map and list should not prescribe the subbasin breakdown. Each SST should determine its own geographic scope based on circumstances prevailing at the time that particular SST organizes. Changes: The MOST corrected outline of the Roseau River watershed. The Manitoban representatives recommended that Canada-only watersheds not be depicted as broken down into subbasins; but watersheds straddling the international border could be left as depicted by the breakout groups. (The map reflects those changes.)



23. MOST question: If the MN watershed district project teams are envisioned as serving as SSTs, can they add development of feasibility study POSs to their workload? This serious issue is likely to be brought up at the 29-30 March RRWMB – FDR Work Group joint conference; Chuck Spitzack (Corps of Engineers) is on the agenda to discuss RRRS status.

RRRS REPORT / FEASIBILITY STUDY CONTENT

24. Raster briefed the MOST on Corps' guidelines for recon reports. He showed a preliminary listing of contents for the Recon Report and a generic list of elements for a typical subbasin follow-up feasibility study. He said that he is preparing draft outlines for a SST's POS and is developing an outline for the RRRS report. When completed in draft form, he will email them to the UCT for review and comment.

25. Raster passed out 2 pages from the Devils Lake feasibility study POS developed in 1995. These pages are part of a spreadsheet matrix that breaks the study into tasks and subtasks, each of which is assigned to one or more agencies/organizations to accomplish. The matrix shows whether the work will be done inhouse or by contract, the estimated cost, and the approximate timeframe for that effort. Bar charts spread each task/subtask's estimated cost over its timeline, allowing overall study costs to be summed month-by-month, with the results used to prioritize and shift work to balance the year-to-year budget.

WHAT'S NEXT

26. The RRRS schedule is incredibly tight, particularly for formation of SSTs and their development of POSs. Accordingly, the group scheduled the first official UCT meeting for 12 April at the Grand Forks Ramada Inn. The following are matters to address at that meeting:

- a. What things should be kept on the UCT radar screen because they're not going to be on a SST's agenda or they're likely to slip by a SST? Examples: The proposed Red River greenway, the main stem ag levees downstream from Oslo, basinwide consistency of H&H modeling, basinwide DEM and GIS.
- b. Can the UCT provide the spark or genesis for a SST ... or will SSTs form spontaneously when there is a critical mass, i.e., problems/needs/opportunities and sufficient stakeholder interest and commitment to generate momentum toward solution-seeking?
- c. How do the UCT and SSTs monitor each other's progress and dialog about matters of mutual interest? Does a representative of the UCT attend each SST meeting? Does a representative from each SST report at each UCT meeting? Could the Corps' PMs or planning consultant facilitators assigned to each SST attend UCT meetings and provide a status report ... and take the UCT's suggestions back to the SSTs?
- d. How often should the UCT and SSTs meet?
- e. Other business identified in the interim.